



Report of the Chief Planning Officer

PLANS PANEL EAST

Date: 11 March 2010

Subject: APPLICATIONS for;

1. Application 08/06742/FU: Extension to existing conference and exhibition centre for a period of 10 years, Lowfields Road

2. Application 08/06741/FU: Temporary car parking and erection of temporary plinth and support base for statue, Lowfields Road.

APPLICANT

LUFC

DATE VALID

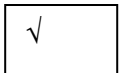
9 December 2008

TARGET DATE

10 March 2009

Electoral Wards Affected:

Beeston & Holbeck



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION

DEFER AND DELEGATE approval to the Chief Planning Officer subject to the conditions below and the completion of an agreement under Section 106 of the Planning Act to require a travel plan and monitoring fee (£3,000) and a local training and employment undertaking.

Extension to conference and exhibition centre

1. Time period for implementation – development to have commenced within 12 months from the date of the permission.
2. Development in accordance with approved plans
3. Temporary permission until 31st January 2019– extension to be removed and the building made good after this time. The area of demolition shall be reinstated as car parking or as otherwise agreed.
4. Samples of materials to be submitted

5. Extension not to be brought into use until adjacent 140 space temporary car park is in use and subject to the car park remaining available and in operation.
6. A management plan including hours of opening for the operation of the conference and exhibition centre to be submitted and approved
7. The taxi drop-off spaces shall be provided prior to the commencement of the use and thereafter retained. Taxis shall drop off and collect from those designated areas only.
8. Scheme required to protect existing and future residents from noise disturbance.
9. Details of external works to be submitted and approved in writing prior to commencement of development.

Reasons for approval: The development is considered to be in accordance with the UDP, RSS and other planning policies set out below:
GP5; GP11; SP3; N6; N12; N13; N23; T2; T24; BD5; LD1; SA2; SA6

National Planning Policy

PPS1 Delivering Sustainable Development.
PPS4 Planning for Sustainable Economic Growth
PPG13 Transport.
PPG17 Planning for Open Space, Sport and Recreation.

Regional Spatial Strategy (adopted)

Policy LCR1 seeks to support the role of Leeds as the regional centre including for sport and entertainment.

Formation of temporary car park

1. Permission granted for temporary period only until 31st January 2019. Land to be subsequently restored in an agreed manner and timescale.
2. Development in accordance with approved plans.
3. Car park to be surfaced sealed and drained in a manner to be agreed.
4. Drainage details to be submitted to and approved prior to the commencement of development including the use of sustainable drainage methods where appropriate and including details of the interception of all surface water from areas to be used by vehicles.
5. Measures for access control to be approved and implemented.
6. Landscaping scheme to be submitted and carried out.
7. Provision for disabled parking and access including ramps to be implemented prior to the development being brought into use.

Reasons for approval: The development is considered to be in accordance with the UDP, RSS and other planning policies set out below:
GP5; T2; T24; LD1

National Planning Policy

PPS1 Delivering Sustainable Development.
PPG13 Transport.

1.0 INTRODUCTION:

- 1.1 Members will recall that these applications were considered together with the proposed extension to the east stand, and development of hotel, shops and nightclub (08/06739/FU) at the 9 April 2009 Plans Panel meeting. The applications considered at 9 April 2009 Plans Panel were on the basis of 5 year temporary

permission although the applicant had applied for 10 years applied this was considered inappropriate in terms of the quality of the building proposed and the need to ensure that the longer term development of the wider area was not prejudiced. These permissions have not yet been issues as the s106 agreement has not been finalised.

- 1.2 The applicant has submitted a revised scheme which significantly improves the quality of the conference centre and further expressed a desire for the extension to be allowed to cover the period for the World Cup, should England be successful in the bid to become host country for the 2018 FIFA World Cup for which Leeds would be a host city.
- 1.3 Leeds United Football Club are keen to start on site in May 2010 in order to deliver the facilities as part of the bid for the 2018 World Cup.

2.0 PROPOSAL:

- 2.1 08/06742/FU – Extension to existing conference and exhibition centre until January 31st 2019. This is a proposal to extend the existing single storey LUFC conference centre. This proposal is to enlarge the facility from the current 1765m² to 2680m², which will increase the capacity from 900 guests to up to 1450 guests.
- 2.2 08/6741/FU – Temporary car parking and support base for statue. This application proposes the retention of an existing unsurfaced area on Lowfields Road to provide 140 car parking spaces. Included are 14 disabled spaces which would be hard-surfaced. Access for vehicles is from the Stadium Way via Lowfields Road.
- 2.3 The principle of development has been established and therefore the key issue is whether the longer period for the temporary permission is acceptable in light of the improved design.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application land comprises part of the existing LUFC stadium facilities off Elland Road, which lies nearby and to the south of the M621 motorway close to junction 2. The conference and exhibition centre is a mainly single storey building on the opposite side of Lowfields Road from the East Stand. The temporary car parking proposal is on land on Lowfields Road in the area between the Stadium Way industrial units and the LUFC conference centre
- 3.2 The site is in a mixed commercial and residential environment. To the east and north of the site are industrial units (although those to the north between the stadium and the motorway have recently been demolished). On the south side of Elland Road are the Peacock public house, a sandwich shop, and a small parade of shops.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 These applications have been considered by the Plans Panel East at a Forum meeting of 12 November 2008, and then by way of a position statement to the Plans Panel East on 15 January 2009 and again for determination at 9 April 2009 Plans Panel meeting together with the application for development and extension to the east stand.

4.2 At the Plans Panel East meeting of 9 April 2009 Members resolved to agree the applications in principle and to defer and delegate final approval to the Chief Planning Officer subject to the conditions set out in the submitted report, additional conditions in respect of details of public art to be submitted and agreed by the LPA, control of goods to be sold, car park surfacing and a five year commencement period (together with any other conditions he may consider appropriate) completion of an agreement under Section 106 of the Planning Act for a public transport contribution of £285,327, towards public transport infrastructure improvements, a travel plan and monitoring fee, a local training and employment undertaking and subject to no objections from the Highways Agency and to raise the issues regarding parking and a future rail halt. The s106 has been drafted but has not yet been signed.

4.3 Previous planning applications

21/27/98/OT – Sports arena, 4 leisure units, hotel and enlarged football stadium – approved 16 July 1999 (Arena development – not carried out)

21/255/00/FU – Enlarged stand and banqueting suite – approved 11 May 2001 (East Stand development – carried out).

21/307/95/FU – Change of use of vacant land and training pitches to car parking – approved 17 January 1996 (car parking area on adjoining Council-owned land).

21/95/01/FU – Change of use to hospitality unit to football ground – approved 30 October 2001 (existing conference and banqueting centre).

5.0 HISTORY OF NEGOTIATIONS:

5.1 Prior to the applications being brought to the April 2009 Plans Panel East meeting, there had been a series of regular meetings with City Council Development officers over the previous 12 months which influenced the proposal for the development to the East Stand.

5.2 Since the applications were taken to the April 2009 Plans Panel Leeds has been chosen as a host city in England's bid to host the 2018 World Cup. LUFC therefore require the conference facilities to offer improved range of facilities at the club and negotiations have taken place to improve the design of the temporary extension. Consideration has also been given to the overall masterplan for the area.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 The applications were received on the 9 December 2008 and publicised through site notices placed around the site which invite representations by 9 January 2008.

6.2 No representations were received which related to the applications for the conference centre and the car park.

6.3 The revised scheme has not been re advertised as it is considered that the changes relate to improvements to the scheme previously advertised.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory Consultations – summarised in respect of the three concurrent applications at the stadium 08/06739/FU, 08/06741/FU & 08/06742/FU)

Highway Authority – No objections on substantive issues, there are some detailed issues in connection with car parking and the realignment of Lowfields Road which have now been resolved. The Highway Authority is also now satisfied with the revised Travel Plan for the development which sets out detailed proposals for alternative means of travel to the development other than the private car and specific targets for the reduction of car trips.

Highways Agency (responsible for the motorway network): The Highways Agency is generally satisfied with the applicant's analysis of the impact of traffic generated on the highway network and does not have any issues with this. The Highways Agency had directed that planning permission is not granted pending resolution of travel planning issues, but following further meetings and amendments to the Travel Plan, the Highways Agency has withdrawn the Holding Direction on the condition that the agreed Travel Plan (for the development to the east stand and the conference centre) is secured by means of a s106 agreement .

Environment Agency: (flood risk) The development is acceptable if the measures carried out in the submitted Flood Risk Assessment are carried out including reducing the rate of surface water runoff from the site by 30%.

Mains Drainage: Infiltration drainage should be used where possible. On-site flow balancing will be required.

7.2 Non-statutory consultations - summarised in respect of the three concurrent applications at the stadium 08/06739/FU, 08/06741/FU & 08/06742/FU)

Yorkshire Water – No objections

Sport England – No comments.

Environmental Protection Team – Noise issues potentially affecting existing nearby residents and future hotel guests can be satisfactorily addressed through planning conditions.

Public Rights of Way – There is a pedestrian route which should be regarded as a public right of way running through the proposed car park to the south side of Elland Road (this is part of a pedestrian route from Elland Road to Cross Heath Grove)

Metro: Real time information displays should be provided in the hotel foyer. (Potential for train station). A station at this site is not currently being pursued by Metro. It is very unlikely that any station on this section of the line could be brought forward due to the impact on the high speed long distance trains.

Police Architectural Liaison Officer: The external car park may be prone to crime problems. Access control needs to be dealt with through a planning condition.

8.0 PLANNING POLICIES:

Development plan

8.1 The development plan comprises the Regional Spatial Strategy to 2026 (RSS) and the adopted Leeds Unitary Development Plan (Review 2006). The RSS was issued

in May 2008 and includes a broad development strategy for the region, setting out regional priorities in terms of location and scale of development

- 8.2 The area of land around the football stadium is subject to UDPR policy LT5A which states that: -

LAND IN THE VICINITY OF ELLAND ROAD FOOTBALL STADIUM IS RESERVED FOR LEISURE AND TOURISM PROPOSALS WHICH WOULD ENHANCE THE REGIONAL AND NATIONAL ROLE OF THE CITY

The Elland Road site comprises some 18.5 hectares and therefore has major potential as location for some or all of the following: an exhibition centre, conference facilities and provision of indoor sports stadia.

GP5: General planning considerations.

GP11: Development to meet sustainable development principles.

SP3: New development should be concentrated within or adjoining the main urban areas and should be well served by public transport.

N6: Protected playing pitches.

N12: Development proposals to respect fundamental priorities for urban design.

N13: Building design to be of high quality and have regard to the character and appearance of their surroundings.

N23: Incidental open space around new built development.

T2: Seeks to ensure that developments will not create or materially add to problems of safety, environment or efficiency on the highway network.

T24: Requires parking provision to reflect detailed guidelines.

BD5: Consideration to be given to amenity in design of new buildings.

LD1: Criteria for landscape design.

Policy SA2: Encourages development in locations that will reduce the need for travel, promotes the use of public transport and other sustainable modes of transport.

Policy SA6 – seeks to encourage the provision of facilities for leisure activities and promote tourist visits to Leeds.

National Planning Policy

- 8.3 PPS1 Delivering Sustainable Development.
PPS 4 – Planning for Sustainable Economic Growth
PPG13 Transport.
PPG17 Planning for Open Space, Sport and Recreation.

Regional Spatial Strategy (adopted May 2008)

- 8.4 Policy LCR1 seeks to support the role of Leeds as the regional centre including for sport and entertainment.

- 8.5 The RSS notes that, in relation to leisure-based tourism, improvements are likely to be needed to one or more of the region's major stadiums in order to offer a suitable facility for a major international event such as an Olympics 2012 event or football World Cup 2018 if England is successful in bidding for the tournament.

Other Guidance

- 8.6 *Elland Road Informal Planning Statement (including Master Plan options)*
This is a report prepared on behalf of the Council in consultation with Ward Members and local residents dated September 2007. The document was prepared to promote the regeneration of the area around the football stadium and is designed to serve as a guide to developers and others in formulating proposals for the area

and sets out aspirations for the site which include the creation of high quality public spaces. A number of Master Plan options for the development of the wider area were included within the statement, although as members will of course be aware this area is not now to be brought forward as the preferred site for the Leeds Arena. Hotel use is included as an appropriate use for the area in the statement.

8.7 *The Vision for Leeds II (2004-2020)*

This document provides the strategic vision for Leeds and sets out the aspirations of the Leeds Initiative for the City. Two of the central aims are to move Leeds up a league as a city and make Leeds a major European City.

9.0 APPRAISAL

1. Design and public realm
2. Car Parking provision and availability

Design & Public realm

9.1 The design of the extension to the banqueting and conference centre on Lowfields Road was previously considered to be basic and functional and for this reason, in part, a temporary planning permission of 5 years only was recommended. The temporary period is also to avoid prejudicing the longer term development of the wider site as the extension to the conference centre relies on the ability to provide car parking on the adjacent site on Lowfields Road. The City Council Chief Asset Management Officer has confirmed that this longer time period will not impact negatively upon the Council's ability to deliver the Elland Road masterplan.

9.2 The design and appearance of the extension to the conference centre has been significantly improved following negotiations with officers. The design has been rationalised to bring the extension under one main frame. The quality of the materials has improved from those which the existing building is constructed from and further details are awaited. The frontage of the building will be flat roofed with a central arched canopy feature serving two entrances to the building. The pitched roof frame of the building will be set back some 10 metres from the flat roof main frontage.

9.3 The design of the building is considered to be more contemporary and of high quality which will improve the overall character of the area surrounding the stadium and which will sit comfortably within the new development to the east stand (hotel, shops, extension to stand) which Members have already resolved to approve.

9.4 Works to improve the setting of the conference centre can be dealt with through an external works condition and it is considered that this will provide an important improvement to the setting of the conference centre.

Car Parking

9.6 The temporary car park to Lowfields Road is proposed to compensate for both existing parking adjacent to the east stand which will be displaced by the development to the east stand (08/06739/FU) and the temporary car park will also replace parking which will be lost by the construction of the temporary extension to the conference centre. It is therefore necessary to ensure that the temporary car park is available prior to that area adjacent to the east stand being closed to car parking and to ensure that the temporary car park is available for the period which the extension to the conference centre remains.

9.6 The requirement for the temporary car park is therefore necessary to cater for both the existing and the proposed extension to the conference centre and a condition is required to ensure that the lifetime of the permission for the conference centre is linked to the continued availability of the car park which is outside of LUFC ownership. In respect of the development of the east stand it is also therefore likely that the car park remain until other compensatory car parking is provided, and this will likely come forward as part of the next phase of the development of the wider area.

11.0 CONCLUSION

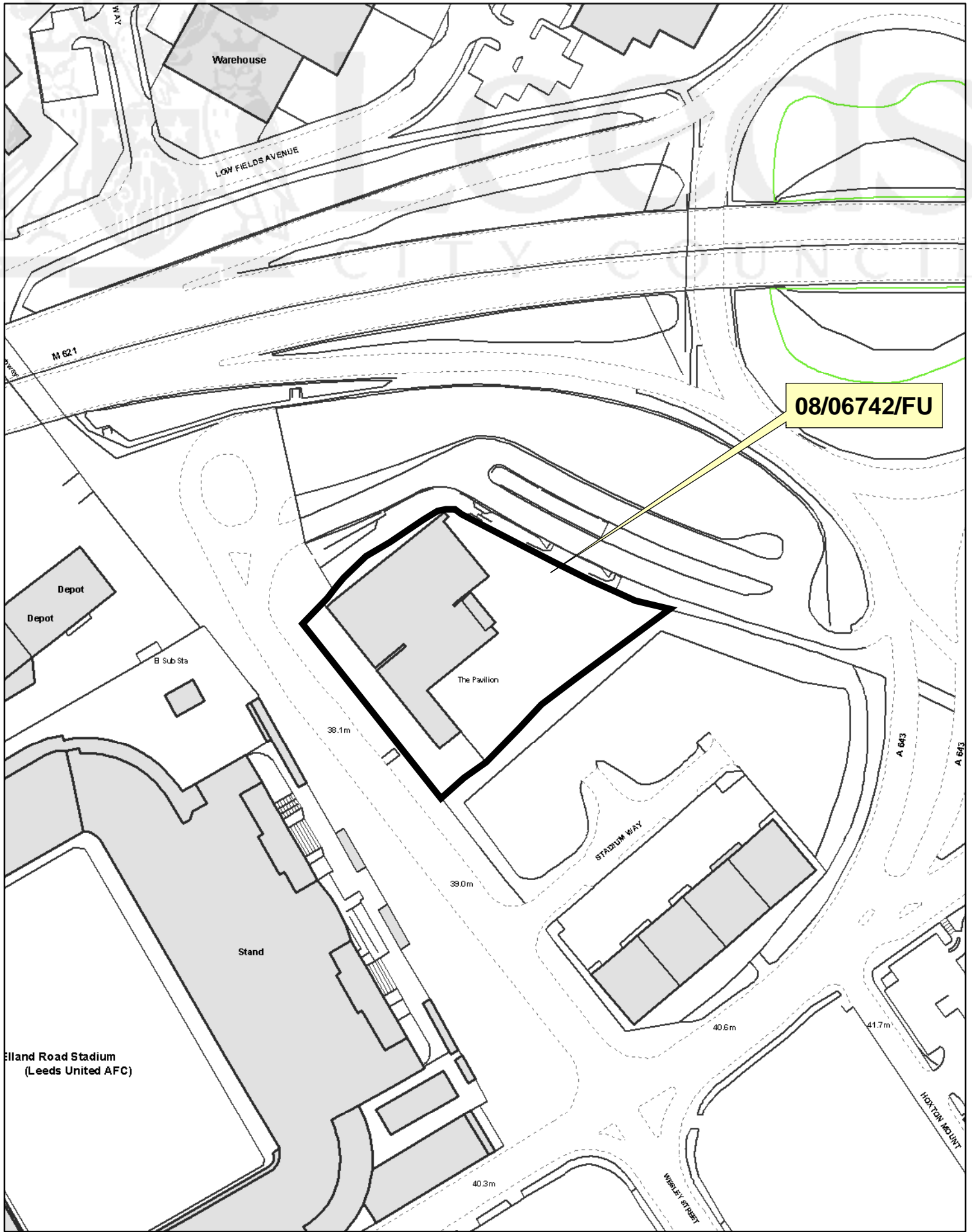
11.1 Members have already resolved to defer and delegate approval to the Chief Planning Officer (subject to the completion of a s106 agreement) for a temporary extension and car park for a period of 5 years. The revised proposal and request for permission until 31st January 2019 is considered to be consistent with the leisure and tourism proposal for this area set out in the Leeds Unitary Development Plan Review 2006 and with the Informal Planning Statement of 2007. The temporary extension to the conference centre and associated car parking will also provide improved facilities in support of the world cup bid. The design and appearance of the conference centre has been improved to reflect the longer time period being sought. The applications are therefore recommended for approval subject to the conditions recommended above and Section 106 requirements set out above.

11.2 Members are also asked to note the timescales which LUFC are aiming to work to, with schedules to start work on Monday 31st May (programmed to be on site for 16 weeks). This will demonstrate a commitment to providing the facilities at Elland Road required in support of the England 2018 World Cup Bid. The FIFA Inspection is scheduled for August 2010. LUFC are therefore keen to avoid delays and keen that the applications are determined at the 11th March Plans Panel meeting.

Background Papers:

Application files.

Notice served on Leeds City Council as owner of part of the application site



EAST PLANS PANEL

I
Scale 1/1500

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